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PROPOSED MEDIUM-TERM PLAN FOR THE PERIOD 1998-2001

Programme 2. Peace-keeping operations

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2.1 Peace-keeping remains a dynamic and demanding activity of the United Nations, even though the absolute number of military, police and civilian personnel in the field has declined from the peak of over 80,000 reached in September 1994. While the number of operations in the field (currently 17) may decline in the medium term, given the unpredictability of world politics under the combined pressures of globalization, marginalization and fragmentation, this could also increase. The types of conflicts and circumstances in which peace-keepers are deployed, as identified by the Secretary-General in his Supplement to An Agenda for Peace, is not likely to change. As a result of fragmentation trends, most of today's conflicts are within States, fought not only by regular armies, but also by militias and armed civilians with ill-defined chains of command. They are sometimes marked by the collapse of state institutions and a breakdown of law and order. Cease-fire agreements, when achieved, are often fragile. Humanitarian emergencies are commonplace, exacerbated by the tendency of warring parties to obstruct relief efforts. Negotiated peace settlements, when reached, must cover a wide range of military, political, humanitarian and other civilian matters. They are not self-executing: sustained and intensive efforts by United Nations peace-keeping missions are essential to ensure compliance. For the settlements to endure, long-term programmes are required to address the root causes of the conflict and promote reconciliation.

2.2 Thus, while the recent phase of rapid expansion of peace-keeping may have halted for a time, the first purpose of the United Nations as derived from Article 1 of the Charter of the United Nations, the maintenance of peace and security, will not end. Many existing operations will continue, and the Security Council is likely to mandate new ones depending on how current unstable situations unfold.

2.3 The Department of Peace-keeping Operations acts as the operational arm of the Secretary-General for United Nations field operations. The Department has primary responsibility for managing, directing and supporting all peace-keeping operations that the Security Council or the General Assembly establish and for providing administrative and logistics support to good offices, preventive diplomacy, peacemaking and humanitarian missions, as required.

2.4 The legislative authority for the programme derives from the resolutions and decisions, in particular those of the Security Council, that relate to specific operations, as well as General Assembly resolutions on the comprehensive review of the whole question of peace-keeping operations in all their aspects, the most recent of which is resolution 50/30 of 6 December 1995.

2.5 The main characteristics of current and future operations may be identified as follows:

(a) Demanding mandates. The United Nations will continue to be responsible for operations in which it interposes troops to monitor a cease-fire and/or buffer zone. It will also continue to be called upon to deal with multidimensional operations, in which the United Nations is involved in a wide range of military and civilian matters. Even consent-based operations will likely entail politically and militarily demanding tasks in view of the complex situations in which they are deployed;

(b) Multiple tasks. Recent peace-keeping operations included monitoring cease-fires and buffer zones, protecting humanitarian convoys, disarming and demobilizing ex-combatants, reforming military establishments, demining, establishing police forces, organizing or monitoring elections, monitoring human rights, promoting electoral and judicial reform, promoting aspects of civil administration and coordinating economic rehabilitation. The United Nations must maintain a capacity to discharge these functions effectively;

(c) Active collaboration. The Department must preserve and develop the capacity to conduct operations in collaboration with or in proximity to a number of other international actors, including regional and subregional organizations, multinational coalitions, United Nations relief and development programmes, missions established by the United Nations High Commissioner for Human Rights, field offices of specialized agencies, commissions of inquiry, international tribunals and non-governmental organizations.

2.6 In order to be able to fulfil mandates, the programme will pursue as an overall objective the maintenance and enhancement of a flexible capacity to undertake peace-keeping operations. The programme must, therefore, include:

(a) The formulation of policies, procedures and operational concepts, and the preparation of the reports of the Secretary-General thereon to the Security Council and the General Assembly, as mandated;

(b) The provision of executive direction on a daily basis to heads of mission and force commanders, as well as administrative and logistic support for peace-keeping and other operations in the field;

(c) The formulation of resource requirements for submission to the Controller;

(d) The development of secure military, police and civilian personnel from a wide group of Member States;

(e) The development of operational plans involving military, police and civilian components;

(f) The liquidation of operations after they terminate, which includes arrangements for the repatriation of personnel and equipment, disposal of assets, processing of contingent-owned equipment claims and the proper handling of contract and other disputes;

(g) The undertaking of generic contingency planning;

(h) The maintenance of continued contact with the parties to the conflict, members of the Security Council and troop contributors on the implementation of mandates;

(i) The maintenance of a capacity for innovation, conceptual development, training, the standardization of procedures and the ongoing development of tools for the management of peace-keeping assets, personnel and finances.

Subprogramme 2.1 Executive direction and policy

2.7 The objective of the subprogramme is to provide and establish overall authority for all policies and decisions at the programme level relating to the establishment and conduct of peace-keeping operations, as well as to be the focal point for contacts between the Secretariat and Member States, to provide advice to the Secretary-General on the military implications of United Nations resolutions, plans and proposals for operations in the field and to provide guidance and supervision on military matters to all the military officers of the Department.

2.8 Another objective will be to expedite, complement and amplify the information flows generated in the field to senior officers of the Department; to maintain around-the-clock communications links with all missions, solicit information from the field and summarize incoming information; to provide daily briefings to senior managers; and to maintain a crisis management and task force area capable of operating at very short notice.

2.9 A further objective will be to provide in-depth research and analysis of emerging policy questions in the field of peace-keeping and to coordinate at the programme level in the formulation of peace-keeping policies and procedures. Services would also be provided to the Special Committee on Peace-keeping Operations and various ad hoc intergovernmental committees on issues relating to peace-keeping.

2.10 The subprogramme is expected to maintain and, to the extent possible, enhance the professional capacity of the Organization in the provision of military advice for the planning and conduct of peace-keeping operations, particularly in complex settings; to create an integrated communications and information management system linking field missions and Headquarters units in order to enhance immediate communications and to ensure that information can be easily retrieved for purposes of lessons-learned studies and related analysis; and to provide a pallet of communications tools, including video teleconferencing, to enhance crisis decision-making. The subprogramme is also expected to provide forward-looking analysis of doctrinal challenges that will continue to face peace-keepers for the foreseeable future.

2.11 The subprogramme is implemented by the Office of the Under-Secretary-General, which consists of the Under-Secretary-General for Peace-keeping Operations, the Military Adviser's Office, the Policy and Analysis Unit, the Situation Centre and the Executive Office.

Subprogramme 2.2 Operations

2.12 The objective of this subprogramme is to ensure the overall success of an operation. It is implemented by the Office of Operations, which will deal with parties to conflicts, members of the Security Council and troop contributors, as well as relevant regional organizations (the North Atlantic Treaty Organization, the Organization of African Unity, the Organization of American States, etc.). It will also discharge the Secretary-General's reporting obligations to the relevant organs of the United Nations, including drafting of all reports on

peace-keeping operations to the Security Council and, where appropriate, to the General Assembly.

2.13 The subprogramme will ensure a comprehensive approach, encompassing all factors relevant to its objective of ensuring the success of operations. It will be linked closely with the activities of subprogrammes 2.3, Field administration and logistics support, and 2.4, Planning, and will contribute on substantive issues to the activities related to field administration and logistics support. Its contribution is central to the activities of the policy and analysis and lessons-learned unit of subprogramme 2.1. The Office will coordinate closely with the other relevant departments in the Secretariat, as well as with the United Nations Development Programme, the Office of the United Nations High Commissioner for Refugees and other agencies, as required.

2.14 The subprogramme will provide sound and timely direction and management to existing operations, maintain preparedness to handle unforeseen surges in peace-keeping, which can result at any time from international crises, and develop and update standard procedures for operations.

Subprogramme 2.3 Field administration and logistics support

2.15 The objective of the subprogramme is to provide administrative and logistics support to peace-keeping operations, as well as to field mission activities undertaken under programme 1, Political affairs, programme 19, Humanitarian affairs, and other programmes and subprogrammes. The subprogramme is implemented by the Field Administration and Logistics Division.

2.16 The subprogramme will focus greater efforts in the areas of programme planning, analysis and evaluation of mission financial management; enhance the calibre of staff provided to peace-keeping operations and improve timeliness of deployment of personnel; and enhance capacity by providing the necessary equipment, supplies and administrative infrastructures.

2.17 This subprogramme will enhance coordination within the Department in areas of resources planning, financial management and liquidation support to field missions; in the timely identification of civilian personnel requirements for field missions, review and verification of all claims relating to peace-keeping operations, including claims from troop-contributing countries; and in the enhancement of efficiency through standardization of specifications and procedures, development of guidelines and improving preparedness through training and more systematic assets management.

Subprogramme 2.4 Planning

2.18 The main objective of this subprogramme will be to undertake mission planning, demining, medical support and training, as well as to provide advice and develop guidelines for the training and administration of civilian police, including the preparation of the concept of the civilian police component of peace-keeping operations. The subprogramme will be implemented by the Planning Division, which will prepare comprehensive operational plans and timetables for new and ongoing peace-keeping operations and other field missions, and propose revisions and modifications to plans, as required; determine, at the programme

level, and as necessary with other entities of the United Nations system, the detailed requirements of new peace-keeping operations and other field missions; and examine the implications of changes in the mandates of existing operations in terms of personnel, equipment and cost. It will analyse and assess information gathered from ongoing and closed missions in order to draw lessons for future and ongoing operations and will maintain and strengthen the standby arrangements system with Governments for the supply of peace-keeping personnel, equipment, financial resources and other services.

2.19 Another objective of the subprogramme will be to provide advice and to develop guidelines for the employment, conditions of service, training and administration of civilian police in peace-keeping operations; to prepare the concept of operations for the civilian police component of operations; and to maintain liaison with Permanent Missions on agreements with Governments concerning the provision of police for service with the United Nations. In undertaking activities related to medical support, the subprogramme will provide advice on all medical matters related to peace-keeping operations; provide medical support during a mission's start-up phase and during its liquidation, and provide a temporary Force Medical Officer and/or Special Medical Adviser in cases of unforeseen events and difficulties in a mission area. It will perform medical reconnaissance, on the basis of which it will provide guidance to potential troop contributors on specific health threats to be expected in the area of operations. It will verify the need for all requests from the field for procurement of medical supplies and medical equipment.

2.20 A further objective of the subprogramme will be to advise on all training matters related to peace-keeping operations; to prepare guidelines, manuals and other training materials to assist Member States in preparing their civilian, police and military personnel for peace-keeping operations in a standardized and cost-effective manner; to help Member States (through the United Nations training assistance team programme) with the organization, assessment and conduct of peace-keeping training; and to train personnel before deployment to a peace-keeping operation.

2.21 This subprogramme will further develop the standby arrangements system and the Organization's capacity to respond quickly to crises, and will further develop the recently initiated lessons-learned activities. It will develop and make available a standby database of personnel, including police officers from contributing Member States ready for immediate deployment; standardize specific training procedures as pre-deployment requisites; standardize operational procedures for United Nations civilian police in all missions; develop the capacity to assist in lessons-learned in regard to civilian police matters; have experienced staff work together with mission planning and advise on matters related to United Nations civilian police in the development of mission concepts; develop a central United Nations medical depot for the supply of medical equipment and consumables to all United Nations mission areas; establish, in cooperation with the United Nations Medical Service, a medical database to include all epidemiological information in order to improve prevention, management and control of diseases in peace-keeping mission areas; and develop a system of pre-deployment medical information and training, including new training programmes for the United Nations medical staff of troop-contributing countries. It will refine and develop the coordination role of

United Nations Headquarters in the conduct of peace-keeping training. The subprogramme will provide in three broad areas a full range of strategic guidance, doctrine and common standards that will enhance cohesion and effectiveness of training; training material and teaching aids to support national training programmes; and expert training assistance through the development of regional pools of trained instructors.